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Executive Registry

71-3038/1

DTR-6439

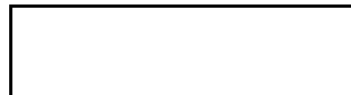
16 JUN 1971

MEMORANDUM FOR: Deputy Director for Intelligence
Deputy Director for Plans
Deputy Director for Support
Deputy Director for Science & Technology
General Counsel
Inspector General

SUBJECT : Review of the National Interdepartmental
Seminar

1. You will recall that on 28 October 1970 we discussed our participation in the National Interdepartmental Seminar (NIS). In a separate but related action Under Secretary John Irwin, Chairman of the NSC Under Secretaries Committee, asked William Macomber to organize a Special Working Group to study the question of the future of the NIS and to make appropriate recommendations to the Under Secretaries Committee. A Special Working Group was established under the chairmanship of Howard Sollenberger, Director of the Foreign Service Institute. Hugh Cunningham was our representative on this Group, which has submitted the attached draft report.

2. In the event you have any suggestions or comments with respect to the report, I plan to discuss it at an early Deputies meeting.



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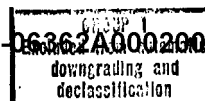
L. K. White

Executive Director-Comptroller

Attachment

cc: Director of Personnel
Director of Training
Director of National Estimates
D/DCI/NIPE

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DTR-6309

71-1921

Executive Registry

71-9083

13 May 1971

MEMORANDUM FOR: Executive Director-Comptroller

SUBJECT : Recommendations of the Special Working Group to the Under Secretaries Committee Concerning Its Review of the National Interdepartmental Seminar.

REFERENCES : (a) Memo to Ex. Dir. -Compt. from DTR dtd 19 Oct 70, Subject: Participation of the Central Intelligence Agency in the National Interdepartmental Seminar. (70-4686/1)
(b) Memo for Deputy Directors and Heads of Independent Offices from Ex. Dir. -Compt. dtd 14 Dec 70, same subject. (70-6045)

1. This memorandum is a status report summarizing recommendations developed by the Special Working Group, of which I am a member. The Group was established in February of this year by Deputy Under Secretary William Macomber to examine the organization, curriculum, objectives, administration, support, and relevance of instruction. Its assembly was prompted by criticisms contained in reports of the Macomber Task Forces (IV and X) which last year conducted a review of the Foreign Service Institute. Activities of this Group comprise the action anticipated in paragraph 1 of reference (b).

2. The attachment to this memorandum is the second draft of the proposed report of the Working Group which will be sent to the new Chairman of the Under Secretaries Committee, John Irwin, over the

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signature of Mr. Macomber. It is the product of a meeting of the Working Group held on 28 April, and it incorporates amendments and stipulations previously discussed with Mr. Wattles on 27 April concerning the original draft of the paper prepared by the Working Group in earlier meetings.

3. On 10 May, I informed Howard Sollenberger, Chairman of the Working Group, of our tentative concurrence, and he agrees that the paper is ready for transmittal to Mr. Macomber. During our telephone conversation, I also advised Mr. Sollenberger that I would necessarily want to check provisions included on the final publication with officials of the respective Agency Directorates.

4. Nine recommendations are proposed in this second draft of the memo prepared by the Working Committee. Summarized below for your convenience, they are:

- a. Redesignate the NIS as the Foreign Affairs Executive Seminar (FAES).
- b. Broaden the focus of the Seminar to give more stress to the process of policy implementation and coordination within the context of domestic realities, current foreign policy issues, and National Security objectives.
- c. Schedule the FAES for a period not to exceed three weeks, six times a year.
- d. Open FAES, on a selective basis, to senior personnel from domestic agencies having international responsibilities.
- e. Continue as a focal point for training guidance on foreign internal defense and also provide short courses on timely issues of concern to senior officers.
- f. Establish a rotational program for staff personnel to insure an influx of fresh experience.
- g. Designate an advisory committee composed of one representative from each of the five supporting agencies and up to three other members.

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h. Enroll senior executives and program directors who are to be assigned [redacted] overseas, regardless of whether the assignment is to be in a developing or developed country. Washington-based officers should also be nominated, as appropriate.

i. Provide financial and staff support on a shared basis.

5. Differences between the primary draft and the attached second draft, which Mr. Wattles and I discussed on 27 April, were principally those concerning organization of material, wording, and similar refinements rather than substance. In the latter category, however, we did secure modification of CONCLUSION 5 (p. 5) which originally proposed that the new Seminar should be conducted by the "Department of State under the auspices of FSI." The revision states more precisely that the Seminar is conducted by a faculty of representatives from the five principal foreign affairs agencies under the chairmanship of the State representative. We felt that this version would prevent the possibility of the Agency being excluded, at some future time, from having a voice in matters concerning operation of the Seminar.

6. Except for possible objections raised against the inclusion of a few senior officers (maximum of 42 per year) from other Federal agencies having responsibility for international programs (i.e. Commerce, Treasury), I foresee no unusual problems or implications for our continued participation. Actually, things remain pretty much the same regarding our support. The enrollment quota will remain at eight students per session or 48 per fiscal year, and the total cost (including [redacted] for FY 72 is projected at \$44,000 as compared with \$58,000 for FY 71. The lower figure for FY 72 results from anticipated tuition reimbursements received for enrollments from the new agencies.

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7. If objections are forthcoming to the proposal to open FAES to the individuals mentioned in paragraph 4.d., it should be pointed out that the number of participating officers would be small and that they would be very desirable candidates carrying senior responsibilities for the overseas activities of their respective departments. I also emphasize

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HUGH T. CUNNINGHAM
Director of Training

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Attachment (as stated)

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DEPARTMENT OF STATE

Washington, D.C. 20520

May 5, 1971

Dr. Hugh T. Cunningham
Director of Training
Central Intelligence Agency
Washington, D. C. 20505

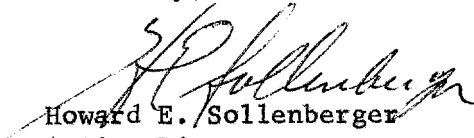
Dear Dr. Cunningham:

Attached is the second draft of the memorandum report to the Under Secretaries Committee. We have incorporated the suggestions raised in the last meeting except the inclusion of a new section on issues.

I propose that we initially attempt to resolve any remaining issues through a final meeting with Mr. Macomber.

Please let me know if you concur with the attached draft by Monday, May 10, 1971, or if you feel we need another meeting of the Working Group before presenting our report to Mr. Macomber, please call me by phone at 557-5500.

Sincerely,


Howard E. Sollenberger
Acting Director
Foreign Service Institute

Attachment

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MAY 5 1971

M E M O R A N D U M

TO : Chairman, Under Secretaries Committee
FROM : William B. Macomber, Jr., Deputy Under Secretary
SUBJECT: Review and Recommendations on the National
Interdepartmental Seminar (NIS)

The Special Working Group which you asked me to organize has completed its review of the National Interdepartmental Seminar. The group considered the following four options:

OPTIONS

1. That the NIS be abolished on an assumption that it has served its purpose and is no longer relevant to the needs of the decade ahead.
2. That the NIS be continued in its present form and with its present stated objectives.
3. That the NIS be abolished and that an entirely new set of objectives be established.
4. That the NIS be converted to a Seminar for foreign affairs executive-level personnel building on the present NIS but more broadly focused on the dynamic process of policy coordination and implementation within a context of domestic realities as well as current foreign policy issues and national security objectives.

Approved For Release 2002/11/01 : CIA-RDP78-06362A000200010009-4

Summary Conclusions and Discussions

1. The NIS was found to be serving a continuing useful purpose.

Each participating agency representative canvassed his own area of responsibility and in the process interviewed recent graduates of the NIS, participants who were currently attending the 54th Session, and solicited views of user Departments and offices.

While several members indicated problems of funding and in making senior personnel available during a period of stringent budgets and heavy work pressures, all of the participating members found that their respective agencies supported the concept of a short interagency training program for appropriate senior officers assigned overseas or specified foreign affairs positions in Washington.

It was noted that the NIS is the only existing vehicle that brings together any significant number of senior officers from the foreign affairs agencies (STATE, DOD, AID, USIA and CIA) who are assigned to program direction positions . If it were eliminated, a new vehicle would probably sooner or later have to be created for the purpose of dealing with increasingly

complex issues and the processes of policy formulation, implementation and coordination.

2. Any continuing program should be broadened to focus on the process of policy formulation, implementation and coordination, within a context of domestic realities as well as current foreign policy issues and national security objectives.

In the context of the proposed broader charter, the issues of "internal security" and "problems of developing countries" would continue to be a necessary element in the program but would be cast in the broader context.

More attention should be paid to the policy making process within the DOD patterned on the format now used to examine STATE and the national security processes.

The Working Group also felt that the program should be operated under a charter broad enough to undertake short conferences on a variety of subjects and problems of current concern. As an example, the Group cited the Coordination Conference for Directors of Training on Foreign Internal Defense conducted once a year and the interagency Population Conference now conducted by the NIS at the Airlie House four times a year.

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-4-

Approved For Release 2002/11/01 : CIA-RDP78-06362A000200010009-4

While the NIS has moved during the past several years to broaden its focus, it still suffers from a lingering image as solely a "Counterinsurgency Course". To overcome this image, it should not only be given a broader mandate by the Under Secretaries Committee and the NSC, it should also be renamed to signify this change.

Because the NIS already provides an existing framework and many of the program elements considered useful, it was the consensus of the Working Group that while some changes are desirable, an entirely new program was not necessary. Several agency representatives expressed concern that budgetary problems might arise if the NIS were to close and a new organization be attempted during a period of stringent economy measures. The Working Group concluded that it was more prudent to modify the NIS than to abolish it and start over with something entirely new.

3. Participation should be broadened to include appropriate executive-level program direction personnel assigned to any part of the world. It should also be opened selectively to executive-level personnel involved in foreign affairs from domestic federal agencies.

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-5-

Approved For Release 2002/11/01 : CIA-RDP78-06362A000200010009-4

Required participation in the NIS has in the past been limited to senior personnel of the primary foreign affairs agencies assigned to developing countries.

It was the consensus of the Working Group that with an increased focus on the process of policy implementation and coordination, the distinction, for training purposes, between persons assigned to developing versus developed countries is not significant and should be eliminated. Also, with the increasing involvement of domestic agencies in international problems and programs, it was felt senior personnel of these agencies who have a direct interest in international problems and programs should, on a selective basis, be invited to participate.

4. To be viable in terms of full active participation the new program should not exceed 3 weeks in length.

The Working Group observed that the present NIS has progressively been reduced from 5 to 3 weeks because of the difficulty participating agencies were experiencing in releasing senior personnel for such a course. It concludes that a longer program would not be feasible.

5. The Seminar should continue to be conducted by a faculty of representatives from the five principal foreign affairs agencies, under the chairmanship of the representative of the Department of State.

Approved For Release 2002/11/01 : CIA-RDP78-06362A000200010009-4

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-6-

Approved For Release 2002/11/01 : CIA-RDP78-06362A000200010009-4

The Foreign Service Institute has within the past year acquired new and more adequate facilities for the Seminar. It also has substantial experience in conducting interagency training programs. The group sees no reason to change the present physical and administrative arrangements.

6. The Seminar should continue to be operated on a shared funding basis by STATE, DOD, AID, USIA, and CIA. Participation of personnel from other agencies should be on a tuition basis. New quotas adjusted to reflect past experience should be established. Financial support would be based on the following quota percentages:*

| <u>AGENCY</u> | <u>PRESENT QUOTAS</u> | <u>FY-1971 ACTUAL PARTICIPATION</u> | <u>PROPOSED QUOTAS: Session</u> | <u>Total</u> | <u>PERCENTAGE OF SUPPORT</u> |
|---------------|---------------------------|---|---|--------------|--------------------------------------|
| STATE | 96 | 43 | 12 | 72 | 20% |
| DOD | 80 | 118 | 16 | 96 | 27% |
| AID | 90 | 40 | 12 | 72 | 20% |
| CIA | 48 | 39 | 8 | 48 | 13% |
| USIA | 30 | 19 | 5 | 30 | 8% |
| OTHER | — | — | 7 | 42 | 12% |
| TOTAL | 344 | 259 | 60 | 360 | 100% |

*Past and proposed budget attached.

RECOMMENDATIONS

1. That the Under Secretaries Committee issue a memorandum directive to the principal participating agencies:

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(a) To redesignate the NIS on Problems of Development and Internal Defense as the Foreign Affairs Executive Seminar effective July 1, 1971.

(b) To broaden the focus of the Seminar and give more stress to the process of policy implementation and coordination, within a context of domestic realities as well as current foreign policy issues and National Security objectives. In carrying out this objective the Seminar should continue to give balanced attention to problems of "development" and "internal defense" and also, to the policy-making process as it affects national security.

(c) To plan the Seminar for a period not to exceed 3 weeks in length and to offer it at frequent enough intervals throughout the year to meet the demands of senior personnel assigned overseas.

(d) To open the Seminar on a selective basis to senior personnel from the domestic agencies who have international program responsibilities.

(e) To continue to serve as the focal point for training guidance on foreign internal defense and in addition, to provide short interagency courses on timely issues of concern to senior officers.

(f) To establish a system of staff rotation so that the Seminar will have a continuing influx of fresh experience.

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(g) To designate an advisory committee to the Seminar composed of 1 representative from each of the primary supporting agencies and up to 3 other members to be chaired by the Director of the Foreign Service Institute. The "Advisory Group" shall report annually at the end of the fiscal year to the Under Secretaries Committee on compliance with this directive.

(h) To assign senior executive-level or program direction personnel who are assigned overseas to the Seminar in anticipation of such assignments regardless of whether the onward assignment is to a developing or developed country. Appropriate Washington base officers should also be nominated for attendance.

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(i) To provide financial and staff support to the Seminar on a shared basis.

Enclosures:

1. Syllabus
2. Draft Directive
3. Special Working Group Membership
4. Proposed Budget FY 1972

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ESTIMATED SHARED EXPENSES OF OPERATING
THE FAES IN FY-72
BASED ON PROPOSED NEW QUOTAS

| | <u>Student Quota</u> | <u>%</u> | <u>Total Program Costs</u> | <u>Less Agency Personnel Contributed</u> | <u>Reimbursable Cost Per Agency</u> |
|--------|--------------------------|-------------|------------------------------------|--|---|
| STATE | 72 | 20.0 | \$ 66,049 | \$ -- | \$ 66,049 |
| DOD | 96 | 26.7 | 88,175 | 57,910 | 30,265 |
| AID | 72 | 20.0 | 66,049 | 33,908 | 32,141 |
| OA | 48 | 13.3 | 43,923 | 30,660 | 13,263 |
| USIA | 30 | 8.3 | 27,410 | 30,410 | (3,000) |
| OTHER* | <u>42</u> | <u>11.7</u> | <u>38,639</u> | <u>--</u> | <u>38,639</u> |
| TOTAL | 360 | 100.0 | \$330,245 | \$152,888 | \$177,357 |

NOTE: Under the proposed budget, the average cost per capita - per quota would be \$917.

* Should tuition enrollment from other agencies not materialize, the charges to the primary agencies would be proportionately increased.

NIS GROSS COSTS

| FISCAL YEAR | | SALARIES | OPERATING COSTS | OVERHEAD | TOTAL |
|-------------|-----------------------|-----------------------|----------------------------|----------------------|---------|
| 1969 | Actual Obligations | 347,783 | 15,156 | 54,783 | 417,722 |
| 1970 | Actual Obligations | 313,548 | 27,539 | 40,447 | 381,534 |
| 1971 | Projected | 270,954 | 16,293 | 26,639 | 313,886 |
| 1972 | Projected May 4, 1971 | 279,083 ^{/1} | 23,591 ^{/2&3} | 27,571 ^{/2} | 330,245 |

/1 3% Annualization of American Salaries

/2 3.5% Cost of Living Index

/3 Additional Operating Costs, \$2,800 Update Library,
\$1,300 Transition, \$2,400 Travel

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